

DIRECTOR OF CENTRAL INTELLIGENCE  
Critical Collection Problems Committee

*DeVries*  
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(entire pkg.)

CCPC-CIA-M-52-78  
30 August 1978

MEMORANDUM FOR:

[Redacted]  
PCS/LOC

FROM:

[Redacted]  
Executive Secretary

SUBJECT:

Semi-Annual Report of the Subcommittee  
on International Terrorism

REFERENCES:

- A. CCPC-CIA-D-68-78  
Same Subject, dated 21 July 1978
- B. CCPC-SIT-D-7/1  
Same Subject, dated 28 June 1978

Attached per your request, is a copy of the Semi-Annual  
Report of the Subcommittee on International Terrorism for  
forwarding to the Senate Committee.

Attachment: a/s

[Redacted]

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DIRECTOR OF CENTRAL INTELLIGENCE  
Critical Collection Problems Committee

CCPC-CIA-D-68-78  
21 July 1978

MEMORANDUM FOR: Mr. Walter Elder  
Executive Secretariat, NFIB

FROM: Eloise R. Page  
Chairman

SUBJECT: Semi-Annual Report of the CCPC Subcommittee  
on International Terrorism

1. Attached for your attention is the first semi-annual report of the CCPC Subcommittee on International Terrorism. This report was required as a condition of the Subcommittee's October 1977 establishment, as per Recommendation #1, subparagraph c of the CCPC study on Intelligence Activities Against International Terrorism as approved by the DCI and endorsed by the National Foreign Intelligence Board.

2. The report covers the first seven months of subcommittee activity, from October 1977 through May 1978, and notes the following:

-As per Study Recommendation #13, a legal panel was established in December 1977 and has been working on developing common guidelines for intelligence agencies within the scope of Section 2-208 of E.O. 12036;

-A panel of analysts was established in February 1978, concerned with terrorist threat assessment methodology, as per Study Recommendation #13b, with a temporary suspension of panel activities until terms of reference can be redrafted;

-Data base resources maintained by member agencies on terrorist activity were examined as per Study Recommendation #8;

-A set of report guidelines was drafted to assist national-level consumers in evaluating terrorist threat reporting;

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Mr. Walter Elder  
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CCPC-CIA-D-68-78  
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-The adequacy of DCID 1/2 on International Terrorism as per Study Recommendation #2 was addressed and the results forwarded to the Intelligence Community Staff in April 1978;

-The problems of organizational responsibility for after-action reporting on terrorist incidents has been reviewed; and

-Community working relationships have improved as a consequence of Subcommittee interaction.

3. In October 1978, after 12 months of operation, the Subcommittee will submit another semi-annual report as per study Recommendation #1. This report will include Subcommittee recommendations concerning the group's future activities.

Eloise R. Page

Attachment: a/s

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DIRECTOR OF CENTRAL INTELLIGENCE

Critical Collection Problems Committee

Subcommittee on International Terrorism

CCPC-SIT-D-7/1

28 June 1978

MEMORANDUM FOR: Chairman, Critical Collection Problems Committee

SUBJECT: Semi-Annual Report of the Subcommittee on International Terrorism

1. The following constitutes the semi-annual report called for in the terms of reference of the Subcommittee on International Terrorism. The report covers the first seven months of Subcommittee activity, from its initial meeting on 28 October 1977 through May 1978.

Organization

2. The Subcommittee was organized during October 1977 pursuant to Recommendation #1 of the CCPC Study on Intelligence Activities Against International Terrorism, which was approved by the DCI and endorsed by the National Foreign Intelligence Board on 23 September 1977. The Study's conclusions and recommendations were also separately endorsed that same month in the PRM-30 examination of the U.S. Government's overall program for combatting terrorism. Subcommittee membership includes representatives from CIA, State, DIA, Army, Navy, Air Force, NSA, Energy, Treasury, and the FBI. [redacted] of CIA served as chairman through February 1978, when his reassignment within CIA to duties not related to international terrorism necessitated his surrendering the chairmanship. [redacted] has served as Acting Chairman since that time.

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3. A panel of representatives from the legal staffs of member agencies was organized in December 1977 to examine legal problems encountered in intelligence coverage of international terrorist activity (Recommendation #13 of the CCPC Study). The Department of Justice made available Miss Mary C. Lawton, a deputy assistant attorney general conversant in Intelligence Community legal concerns, to chair that group. A separate panel of community analysts concerned with threat assessment methodology and procedures was convened in February 1978 under the chairmanship of Mr. Lee Martin, the Subcommittee member from the Department of Energy (Recommendation #12b).

#### Subcommittee Activity

4. The first task undertaken by the Subcommittee was an extensive examination of content and form of data base resources maintained by members on terrorist activity (Recommendation #8). Each member provided detailed descriptions of both computer and manual files, identified those foreign terrorist organizations on which substantial holdings existed, and indicated the extent of reliance on other members' information product and resources. The Subcommittee concluded that the often-voiced concept of a single, central data base to which all would have access was neither practical nor desirable: members' departmental needs, interests, and responsibilities differed widely; and there were hard legal constraints on what agencies could hold in their files. Rather, the direction of data base efforts should be toward improving working relationships for sharing information. The exchange of detailed information on each other's data holdings and file systems was a beginning, with the Subcommittee looking to the periodic indexing of holdings on terrorist organizations for reference purposes. CIA's concept for a special computerized data base to serve crisis managers dealing with serious terrorist incidents was discussed.

5. A second area of Subcommittee attention concerned the handling of terrorist threat reporting. A set of guidelines has been drafted for use by Washington offices of

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collectors responsible for dissemination of such reports at the national level. These are intended to ensure authoritative initial evaluation by the originating office on all significant threat reports, deal with problems of false confirmation, and provide a means of turning off alerts. These guidelines have posed problems for a key collector [redacted] and the situation has been placed in the hands of the parent CCPC for resolution.

25X1 6. Other important areas addressed by the Subcommittee have been the inadequacies of the DCID 1/2 structure for expressing collection priorities on international terrorism (Recommendation #2), and the need to improve after-action reporting on terrorist incidents. With regard to the first of these, a detailed statement of Subcommittee views and suggestions for improving the DCID 1/2 situation was prepared and forwarded to the Intelligence Community Staff in April 1978. The Subcommittee was subsequently informed that its proposals would be considered when DCID 1/2 is next updated; but this will probably not take place for a few months, and will then probably be dealt with by the new National Intelligence Tasking Center. With respect to after-action reporting, the Subcommittee has drafted the text for a proposed State Department message which would fix such responsibility on the Security Watch Committees at overseas posts. The objective is to improve both the quantity and quality of reporting on the detail of terrorist weapons, modus operandi, and behavior encountered in actual incidents - information which is of critical importance to those U.S. Government security offices charged with planning and implementing physical security countermeasures programs.

7. Not the least of accomplishments has been the contribution that the Subcommittee process per se has made to improving working relationships and understanding among the separate offices. Meetings are characterized by very considerable exchanges among members on not only their own activities and problems, but also on developments in the broader U.S. Government program to combat terrorism which impacts on the intelligence process. We believe this is being reflected in day-to-day bilateral cooperation and coordination at the working levels. We now know each other by name, resources, interests, responsibilities, and limi-

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tations. This was, of course, a basic purpose underlying the CCPC Study's Recommendation #1 calling for the chartering of such a group. It continues to be a valid purpose: for the separate intelligence shops dealing with international terrorism remain a disparate lot, organized differently and responding to very different departmental intelligence and security concerns. Coordination of these efforts and sharing of information resources are essential not only to meet individual agency needs, but also to ensure adequate response on the part of all to broader U.S. Government crisis and analysis needs.

25X1 8. The role and activities of the Subcommittee have been very well received by senior officials serving on the NSC/SCC Interagency Working Group on Terrorism and its Executive Committee. Ambassador Heyward Isham, chairman of this interagency group and committee, attended the 26 January 1978 Subcommittee session and engaged in an extended dialogue with members on his special intelligence concerns. He subsequently circulated a statement on functional organization of the Interagency Working Group that contained a notation that the CCPC Subcommittee "had the mandate" in the intelligence area of that Group's activity. In March 1978, Ambassador Isham invited [ ] to address a session of the Interagency Working Group on the steps the Intelligence Community had taken to coordinate its activities directed against international terrorism. An appropriately sanitized history of the CCPC Study effort and the Subcommittee's intelligence concerns was presented at the "Secret" classification level.

#### Panel Activity

9. The work of the Legal Panel focused on the application of the new Executive Order 12036 (U.S. Intelligence Activities) to international terrorism collection activities. At the outset, the chairman, Miss Lawton, noted that the special problems of covering international terrorism had been treated as somewhat of an afterthought in drafting the earlier executive order and its guidelines; and that she saw this as an opportunity to identify these problem areas and ensure that they were brought to the attention of the drafters of the new sets of Attorney-General guidelines in the initial stages of their work. The lawyer-members of the panel also

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reviewed in detail the application of Section 2-208 of E.O. 12036 (covering collection, dissemination, and storage of non-publicly available information on U.S. persons) to terrorism collection activity in their respective agencies, as a test of the feasibility of developing a common set of guidelines on E.O. provisions applicable to all intelligence agencies. In all, the Legal Panel met five times. It now stands adjourned, pending the completion of the new guidelines.

10. The Analyst Panel met in February and March 1978. Its accomplishments include the compilation of a directory of Intelligence Community referents on international terrorism, and the cataloguing of members' departmental study and research projects (for the past year and as projected through FY 1978). Concern surfaced after these sessions as to the extent of effort the various analyst shops could put into examining national-level production problems at this time, given present departmental demands on their limited resources. The Subcommittee subsequently decided that panel activities should be temporarily suspended. It is planned to re-draft terms of reference for this effort, looking toward resumption of the activity later this fall.

Problems

11. A problem basic to all of the Subcommittee's efforts during the seven months' of its existence is the limitations on the time of its members. The working levels of the intelligence shops dealing with international terrorism are very thin. Most members already have very demanding work and meeting schedules within their own departments, making it difficult to maintain momentum on Subcommittee projects. A similar sort of problem - the kind one can do little about - is the complexity of intelligence problems encountered with international terrorism. There are few easy or quick solutions. We do continue to believe, however, that the majority of these problems can and should be resolved at the working levels represented on this Subcommittee.

Future Program

12. Subcommittee objectives for the coming six months include:

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a. Early completion of its projects on guidelines for terrorist threat reporting and improvement of after-action reporting.

b. Updating of the inventory of members' data base resources and planned new capabilities.

c. A renewed look by the Analyst Panel at production programs and possible new analytical tools for handling more effectively longer-range threat projection requirements.

d. Review of practices of exchange of information on terrorist activity (particularly threat reports) among field collection elements.

13. A special effort will also be made to invite (separately) key members of the Executive Committee of the NSC/SCC Interagency Working Group on Terrorism to Subcommittee sessions. The intent is two-fold: to better acquaint those senior officials with our intelligence support mechanisms, and to achieve a better understanding among Subcommittee members of the intelligence concerns of those responsible for policy and direction of the overall U.S. Government program to combat terrorism. Briefings are also tentatively planned on at least two areas of compartmented activity bearing on Subcommittee interests.

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Acting Chairman